

Message Text

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ACTION NEA-12

INFO OCT-01 EUR-25 ADP-00 CIAE-00 DODE-00 PM-09 H-02

INR-10 L-03 NSAE-00 NSC-10 PA-03 RSC-01 PRS-01 SS-15

USIA-12 IO-12 OMB-01 ABF-01 TRSE-00 ACDA-19 AID-20

RSR-01 /158 W

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FM AMEMBASSY NICOSIA

TO SECSTATE WASHDC 7408

INFO AMEMBASSY ANKARA

AMEMBASSY ATHENS

AMEMBASSY LONDON

AMEMBASSY OTTAWA

USMISSION NATO

USMISSION USUN

USDOCOSOUTH

USEUCOM

C O N F I D E N T I A L SECTION 1 OF 2 NICOSIA 1162

C O R R E C T E D C O P Y (SECTION INFORMATION ADDED)

E. O. 11652: GDS

TAGS: MOPS PFOR UN CY

SUBJECT: UNFICYP

REF: NICOSIA 1113

SUMMARY: SENIOR UNFICYP OFFICIALS DESCRIBE PROBLEMS OF
REDUCING UNFICYP AS SEEN BY FORCE LEADERSHIP, BUT NEVERTHE-
LESS MAKE STRONG PERSON PLEA FOR USG AND OTHER MAJOR CONTRI-
BUTORS TO PRESS THEIR VIEWS ON UNSYG. THEY INDICATE FORCE
COMMANDER BELIEVES ABANDONMENT OF FIXED OP' S AND CONVERSION
OF UNFICYP TO MOBILE OBSERVER FORCE INVOLVES TOO HIGH A RISK
OF RENEWED FIGHTING FOR HIM TO RECOMMEND ON HIS OWN INITIATIVE.
THEY RECOGNIZE U. S. HAS ITS OWN POLITICAL PERCEPTIONS AS WELL
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AS FINANCIAL CONCERNS, AND BELIEVE NO MOVEMENT LIKELY UNLESS THESE ARE STRONGLY URGED. END SUMMARY

1. AT LUNCHEON GIVEN BY DCM MAY 15, UNFICYP CHIEF OF STAFF HENN AND SENIOR POLAD MILES OUTLINED CURRENT STATUS OF FORCE LEADERSHIP THINKING ON REDUCTION OF UNFICYP. THEY AGREE THAT SHIFT SHOULD EVENTUALLY BE MADE TO OBSERVER ROLE, BUT UNFICYP APPARENTLY IS RECOMMENDING TO UNSYG THAT NATURE AND MISSION OF FORCE SHOULD NOT BE CHANGED UNLESS TWO SIDES CAN BE INDUCED TO GIVE ASSURANCE THEY WILL NOT TAKE ADVANTAGE OF UNFICYP REDUCTION. UNFICYP BELIEVES CURRENT NUMBER OF FIXED OP'S SHOULD BE MAINTAINED (THOUGH, AS NOTED BELOW, IT IS THOUGHT SOME PERSONNEL REDUCTIONS AND SUBSTANTIAL COST SAVINGS MAY BE POSSIBLE THROUGH ELIMINATING AND/ OR COMBINING MOST EXPENSIVE CONTINGENTS).

2. UNDERLYING UNFICYP POSITION IS ESTIMATE THAT IF UN LEFT OP'S, BOTH SIDES WOULD SCRAMBLE FOR ABANDONED FORTIFICATION, OR ADVANCE TO NEW POSITIONS, WITH HIGH RISK OF INTERCOMMUNAL CONFLICTS. ALSO, MILITARY CONTEND THAT FIXED OP'S ARE MORE EFFECTIVE THAN PATROLS IN PREVENTING SMALL ENCOUNTERS FROM ESCALATING AND, IN GENERAL, IN KEEPING THE PEACE. (THEY CONCEDE THAT DIFFERENT OPINIONS ON THIS POINT EXIST WITHIN UNFICYP; PREVIOUS CANADIAN CONTINGENT, FOR EXAMPLE, AN ARMORED FORCE, LIKED IDEA OF MOBILE PATROLS, WHILE PRESENT FINNISH CONTINGENT ARGUE IT CAN ONLY DO ITS JOB UNDER FIXED OP ARRANGEMENT.)

3. HENN AND MILES MAINTAINED THAT CONVERSION OF FORCE TO MOBILE OBSERVER BODY WOULD ONLY BE SAFE IF COMMUNITIES AND PARENT COUNTRIES AGREED TO SUBSTANTIAL DECONFRONTATION AND TO AVOID USE FORCE OVER CYPRUS. WE ARGUED THAT IMPORTANT POINT WAS THAT TURKEY AND GREECE HAD AS PRACTICAL MATTER MANAGED TO KEEP LID ON INTERCOMMUNAL INCIDENTS IN PAST FEW YEARS, AND CLEARLY WOULD TRY TO DO SO IN FUTURE.

4. BOTH MEN AGREED THAT DRAMATIC BREAKTHROUGH IN INTERCOMMUNAL TALKS NOT IN SIGHT, THAT SOME UNFICYP PRESENCE WILL BE DESIRABLE FOR LONG PERIOD. MILES CALLED IT CONFIDENTIAL

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"INTOLERABLE" THAT UNFICYP PRESENCE SHOULD REMAIN AT PRESENT SCALE INDEFINITELY; HENN DID NOT COMMIT HIMSELF. MILES ALSO EXPRESSED VIEW THAT REDUCTION OR THREAT OF REDUCTION TO OBSERVER FORCE MIGHT IN SOME WAY BE USED AT APPROPRIATE TIME AS LEVERAGE TO FORCE PARTIES TO AN INTERCOMMUNAL AGREEMENT. WE EXPRESSED DOUBTS UNFICYP SIZE CONSTITUTED SUCH LEVERAGE. (NOTE: WE CANNOT TELL

WHETHER MILES IS ENDEAVORING TO SHOW SYMPATHY WITH
OBSERVER FORCE IDEA WHILE AT SAME TIME DEFERRING
PRACTICAL DECISION TO MOVE IN THAT DIRECTION.)

5. ALTHOUGH BOTH MEN EMPHASIZED NEED TO GET SOME
TURKISH COMMITMENTS BEFORE UNFICYP IS REDUCED, THEY
RECOGNIZED THAT TURKS HAVE NO INCENTIVE TO GIVE SUCH
COMMITMENTS IN ORDER TO PERMIT A REDUCTION WHICH ON
BALANCE THE TURKS PROBABLY DO NOT WANT. WHEN ASKED WHAT
LEVERAGE WE MIGHT HAVE, HENN SAID " MONEY; IF TURKS WANT
TO KEEP SUBSTANTIAL FORCE THEY SHOULD BE PREPARED TO PAY.
OTHERWISE, THEY SHOULD GIVE COMMITMENTS WHICH WOULD
PERMIT UNFICYP TO CHANGE INTO AN OBSERVER GROUP."

6. HENN THROUGHOUT THE DISCUSSION EMPHASIZED WE SHOULD
BE PRESSING ON UNFICYP IN NEW YORK, AND NOT ON FORCE
LEADERSHIP IN NICOSIA, SINCE DECISION AS TO WHETHER SITUATION
JUSTIFIED A CHANGE IN UNFICYP OPERATIONS MUST BE MADE IN
NEW YORK. HE AGREED WITH DCM' S COUNTER- SUGGESTION THAT
UNFICYP SHOULD NOT BE IN POSITION OF OPPOSING A PROPOSAL
FOR REDUCTION, IF DECISION WERE MADE IN NEW YORK THAT
POLITICAL REALITIES JUSTIFIED SHIFTING TO ONE OF THE SMALLER
FORCES ENVISAGED IN THE RECENT CONTINGENCY STUDY.
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NOTE BY OC/ T: ACDA, AID, TAKE AS ORIGINAL.

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C O N F I D E N T I A L SECTION 2 OF 2 NICOSIA 1162

7. BOTH MEN PRESSED THE ARGUMENT THAT A CHANGE IN MANDATE WOULD BE REQUIRED TO SHIFT TO OBSERVER GROUP. THEY MADE TWO POINTS: (A) THAT WHILE EVEN NOW UNFICYP DOES NOT HAVE CAPACITY TO ENFORCE ITS PEACE- KEEPING MANDATE OVER DETERMINED, LARGE- SCALE OPPOSITION, IT DOES HAVE A CERTAIN CAPACITY TO INTERPOSE FORCE, AND ELIMINATION OF THAT LIMITED CAPACITY WOULD BE SUCH A CHANGE AS TO REQUIRE A DELIBERATE CHANGE IN MANDATE; (B) THAT ALTHOUGH IN THEORY UNSYG MIGHT BE ABLE TO CHANGE UNFICYP TO OBSERVER FORCE UNILATERALLY BY CHANGING ITS TERMS OF REFERENCE AND SIMPLY NOTIFYING UNSC, PRESENT UNSYG NOT INCLINED TO ACT IN THAT MANNER, PARTICULARLY SINCE UNSC HAS LONG BEEN CLOSELY SEIZED OF THIS PEACE- KEEPING OPERATION.

8. OFFICIALS CONFIRMED IN GENERAL TERMS NATURE OF UNFICYP RECOMMENDATIONS REFTEL FOR REDUCING SIZE OF FORCE WHILE
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MAINTAINING ESSENTIALLY SAME NUMBER OF OP' S AS NOW EXIST. THEY THINK TWO HIGH- COST CONTINGENTS SHOULD BE ELIMINATED, BUT DEFER TO UNSYG AS TO POLITICAL PRACTICABILITY OF SUCH A DECISION. THEY INDICATED THAT UNFICYP REPORT WILL STRESS NEED TO DEMAND HIGHER PAYMENTS FROM BENEFICIARY COUNTRIES, PARTICULARLY CYPRUS AND TURKEY, AND TO GET BRITISH GOVT TO REDUCE PRICE OF ITS LOGISTIC SERVICES.

9. HENN REPEATEDLY MADE POINT THAT ONLY THROUGH CONCERTED EFFORTS OF MAJOR CONTRIBUTORS WOULD SIGNIFICANT CHANGE IN UNFICYP' S SIZE AND FUNCTION COME ABOUT. FORCE COMMANDER COULD NOT TAKE RESPONSIBILITY FOR RISK OF RENEWED CONFLICT THAT HE SAW IN REDUCTION OF FIXED OP' S. IF DECISION TAKEN, IT SHOULD BE DECISION OF UNSYG, NOT OF UNFICYP. NEITHER SECURITY COUNCIL NOR UNSYG WAS LIKELY TO TAKE INITIATIVE TO ALTER UNFICYP. THUS, USG, WITH OTHER CONTRIBUTORS WHO HAD POLITICAL AND FINANCIAL CONCERNS DIFFERENT FROM UNFICYP MILITARY LEADERSHIP, HAD RESPONSIBILITY TO PRESS THEM STRONGLY UPON UNSYG.

10. COMMENT: WE INTERPRET BRIGADIER HENN' S ENTHUSIASM FOR USG TAKING LEAD IN EFFECTING FORCE REDUCTION AS IMPLYING AT LEAST SOME SUPPORT FOR OUR OBJECTIVES AMONG UNFICYP MILITARY STAFF BELOW FORCE COMMANDER. AT SAME TIME, HENN LOYALLY AND ARTICULATEDLY ELABORATED UNFICYP OFFICIAL

POSITION, MAKING CLEAR THAT DIFFERENCES BETWEEN FORCE
POSITION AND OURS WOULD HAVE TO BE IRONED OUT IN NEW YORK.

11. WHILE WE DO NOT SHARE SOME OF UNFICYP' S ASSESSMENTS
REGARDING POTENTIAL CONFLICTS INVOLVED IN CHANGE TO MOBILE
OBSERVER FORCE, THESE DIFFERENCES NEED NOT BE ADDRESSED
NOW . IF UNFICYP PROPOSALS TURN OUT TO BE SUBSTANTIALLY
AS WE NOW UNDERSTAND THEM, EMBASSY BELIEVE USG
IMMEDIATE OBJECTIVE SHOULD BE TO MAKE CERTAIN UNFICYP' S
OWN RECOMMENDATIONS FOR RETRENCHMENT AND RATIONALIZATION
ARE ACCOMPLISHED AS SOON AS POSSIBLE, DESPITE POLITICAL
OBSTACLES. WE BELIEVE USG SHOULD CONTINUE TO PRESS FOR
CONVERSION TO MEDIATION/ OBSERVATION BODY, BUT THAT THIS
OBJECTIVE CAN BE IDENTIFIED AS SECOND PART OF TWO- STAGE
PROCESS. END COMMENT.

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